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Report of the Secretary-General on the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

I. Introduction

1. The present report is submitted pursuant to paragraph 43 of Security Council resolution 2211 (2015). It covers major developments in the Democratic Republic of the Congo since my report of 10 March 2015 (S/2015/172), including with regard to the situation on the ground and progress made by the country in the implementation of its commitments under the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region; the electoral process; and progress made by the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) in the implementation of its mandate, including an assessment of the outcomes of the strategic dialogue with the Congolese authorities on the exit strategy of MONUSCO.

II. Major developments

A. Political developments

2. The political situation remained tense in the context of the electoral process. As outlined in my previous report, the electoral calendar published by the national independent electoral commission was criticized by some political parties from the opposition, which questioned its feasibility. Their concerns were echoed by some political actors from the ruling coalition. On 5 March, a group of seven political parties from the presidential majority, referred to as the "G7", reportedly addressed a letter to the President of the Democratic Republic of the Congo, Joseph Kabila, in which it raised concerns about a number of issues relating to the electoral and decentralization processes and called for an internal debate. The concerns were discussed in the National Assembly on 17 and 18 April, but did not result in any formal decisions or recommendations to the Government.

3. On 2 May, at the request of the President, the General Administrator of the National Intelligence Agency, Kalev Mutond, initiated consultations with national stakeholders from across the political spectrum with the aim of initiating a national dialogue. On 14 May, during a meeting with the presidential majority, the President reportedly clarified that the objectives of the dialogue were the consolidation of

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peace and security; continued economic stability; and national unity during the electoral period. Many opposition political parties, including the Union pour la nation congolaise (UNC) and the Mouvement de libération du Congo (MLC), declined to participate in the dialogue, which in their view risked delaying the 2016 presidential and legislative elections. There were divergent views within the Union pour la démocratie et le progrès social (UDPS) on whether to participate in the dialogue. On 1 June, however, the party announced that it would not take part, since one of the preconditions for its participation had not been met, namely, the involvement of an international mediator such as my Special Representative for the Democratic Republic of the Congo.

4. On 1 June, the President launched consultations with a range of stakeholders and held a series of meetings with religious leaders. In a statement issued on the same day, the Conférence épiscopale nationale du Congo welcomed the President's initiative for dialogue and stressed the need to reach consensus with regard to the electoral calendar while ensuring respect for the Constitution. On 2 June, the archbishop of Kinshasa, Laurent Monsengwo Pasinya, echoed the need to respect the constitutional timelines for the elections and to avoid any transitional government arrangement. On 11 June, the President briefed the diplomatic corps in Kinshasa, including my Special Representative, on his consultations with national stakeholders regarding the electoral process.

5. In March, the alleged presence of a mass grave in Maluku commune (Kinshasa) raised concerns among civil society and opposition leaders, as well as human rights observers. On 12 April, the Deputy Prime Minister and Minister of the Interior, Evariste Boshab, and the Minister of Justice, Alexis Tambwe Mwamba, confirmed that 421 bodies, including those of destitute or abandoned persons and unborn babies, had been buried in a mass grave. The Government opened a judicial investigation into the mass grave. Judicial and administrative investigations into the case are being conducted by the Congolese authorities with the support of MONUSCO. Concerns persist, however, that the bodies buried in Maluku may be of individuals killed during "Operation Likofi" from November 2013 to February 2014 or of individuals killed during the demonstrations of January 2015, whose bodies were taken away from the morgues of hospitals in Kinshasa with the intention of dissimulating the killings.

6. The national independent electoral commission continued preparations for the local and provincial elections scheduled for 25 October. The main activities included the registration of candidates for the provincial elections and the refinement of the list of electoral districts to be included in the draft law on the allocation of seats for elected local and municipal bodies. As at 9 June, a total of 6,287 applications had been submitted to the commission, including 5,720 from political parties, 85 from coalitions and 482 from independent candidates. A total of 19,669 candidates have been registered for the provincial elections, 12 per cent of whom are women.

7. Delays were registered by the national independent electoral commission in the completion of key tasks in the electoral calendar. For example, the Government's general disbursement plan for the electoral process, which was to be updated by 22 February, remains under discussion by the Government. The cost of the electoral process is now estimated by the Government at $900 million (down from $1.1 billion), with most of it to be funded by the State treasury. On 14 May,

however, the commission received $20 million from the Government (of the $43 million expected to have been disbursed in March). The procurement centre, which was to commence operations on 1 March, has not yet been established by the Government. The draft law on the allocation of seats for the elected local bodies based on the number of voters per electoral district, which had been expected to be promulgated by 20 April, was only submitted to the National Assembly on 5 June. On 16 June, the National Assembly rejected the draft law on the grounds that its provisions violated the Constitution by excluding some 8 million voters who had reached the age of civil majority since the 2011 national elections.

8. On 4 April, the Constitutional Court, provided for in the 2006 Constitution, was installed, with the swearing-in of its nine members. The installation of the Constitutional Court is an important step as it is the body mandated to adjudicate on any dispute relating to the upcoming presidential and legislative elections. The nine members of the National Human Rights Commission, including four women, were appointed by the National Assembly on 1 April and confirmed by presidential decree. On 24 April, the Commission, with the support of MONUSCO, adopted its internal rules and regulations, which are to be submitted to the Constitutional Court for review.

B. Progress in the implementation of national commitments under the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region

9. On 12 May, the mandate of the National Oversight Mechanism was extended for an additional year by presidential decree. On 3 and 4 June, the Mechanism and the Ministry of Planning convened a high-level seminar in Kinshasa aimed at fostering high-level policy dialogue between the Government and development partners, strengthening ownership by national authorities and identifying priority actions and specific measures for the timely and effective implementation of national commitments under the Peace, Security and Cooperation Framework. MONUSCO and the Office of my Special Representative for the Great Lakes Region supported and took part in the initiative.

Decentralization

10. Further progress was made in the decentralization process following the promulgation of legislation redefining the provincial boundaries and subdividing the 11 provinces into 26 decentralized territorial entities, as provided for in the 2006 Constitution. On 13 April, the Prime Minister, Augustin Matata Ponyo, signed two decrees establishing the commissions tasked with the creation of new provinces and appointing their members. The commissions were to initiate the administrative establishment of the new provinces within 30 days and complete the task within 120 days. There were delays, however, in the deployment of the members of the commissions to their respective provinces owing to financial constraints. On 15 June, the Parliament adopted the draft law on the Caisse nationale de péréquation, the establishment of which will be an important step in the decentralization process. It was established in the 2006 Constitution that the provinces would receive 40 per cent of tax revenues. Of that, they would allocate 10 per cent to the Caisse nationale de péréquation and 40 per cent to the

decentralized territorial entities. The Caisse nationale de péréquation is expected to play an important role in the establishment of the new provinces, including by ensuring public investment in development programmes and a more equitable distribution of the national wealth.

11. The decision of the Government to advance the process of establishing the new provinces within 120 days, while at the same time organizing local and provincial elections, raised some concern with regard to its capacity to establish, simultaneously with the ongoing electoral process, the new territorial entities within the foreseen timelines and to fund them adequately. The decentralization process continued to accentuate divisions between its supporters and opponents at the provincial level, while increasing tensions among communities in certain areas.

C. Security situation in eastern Democratic Republic of the Congo and operations against armed groups by national security forces

12. In North Kivu, the Allied Democratic Forces (ADF) continued to pose a significant threat to security in Beni, with increasingly deadly attacks against the civilian population, the Armed Forces of the Democratic Republic of the Congo (Forces armées de la République démocratique du Congo — FARDC) and MONUSCO. The FARDC-led Operation Sukola I registered some progress, notably the clearing of one of the main ADF camps with MONUSCO support, during which the newly appointed operations commander of ADF was killed. Since 1 April, a total of five ADF elements have been killed and five others captured by FARDC. However, ADF maintains its destructive capacity in spite of those gains and the arrest in the United Republic of Tanzania on 20 April of its leader, Jamil Mukulu. It continues to operate in small groups, attacking defenceless civilians to instil fear while perpetuating insecurity and diverting the operational focus of FARDC and MONUSCO. Between 1 April and 2 June, ADF reportedly killed 33 civilians, bringing the total number of civilians killed since October 2014 to 347. It carried out at least four ambushes, which resulted in the killing of five FARDC soldiers. On 4 May, alleged ADF elements fired on a MONUSCO helicopter carrying the Force Commander, which was forced to make an emergency landing. On 5 May, a group of suspected ADF elements ambushed a MONUSCO patrol between Oicha and Eringeti, killing two Tanzanian peacekeepers and injuring 13 others. Two civilians were also killed.

13. On 8 April, FARDC announced that during Operation Sukola II, 14 localities in or around Virunga National Park (North Kivu) and 21 localities in South Kivu formerly occupied by the Forces démocratiques pour la libération du Rwanda (FDLR) had been liberated and that 162 FDLR elements had been captured, 62 had surrendered and 13 had been killed. MONUSCO has not been able to verify those figures. Despite progress in dislodging FDLR from some of its strongholds, the command and control structures of the group remain largely intact, since operations have not yet moved to the areas in North Kivu in which its leadership is concentrated. In the area of operations, FDLR has generally dispersed into small groups to avoid confrontation. In both North Kivu and South Kivu, FDLR has reportedly been returning to previously cleared areas as FARDC is finding it increasingly difficult to hold the ground effectively and continue operations at the same time. In North Kivu, FDLR has been observed returning to the areas north-east of Nyanzale, on the edge of Virunga National Park, and around Tongo and Mweso

in Rutshuru territory. In South Kivu, FDLR elements have allegedly begun to return to mining areas in Mwenga territory and have resumed illegal taxation.

14. FDLR continued to be active across both provinces and to commit human rights abuses against the civilian population. In North Kivu, FDLR remained active in Lubero, Masisi, Nyiragongo and Rutshuru territories with an increase in acts of banditry and extortion, especially as their revenue-generating activities in Virunga National Park had been disrupted by the operations. On 26 May, between 30 and 50 houses in Kiseguru village were systematically looted by suspected FDLR elements. Small groups of FDLR elements increased attacks on FARDC outposts in Rutshuru territory, possibly to re-establish their freedom of movement or to capture supplies and weapons. In South Kivu, FDLR continued to commit human rights abuses and other acts of banditry, especially along the Mwenga to Bukavu axis, in isolated villages and around artisanal mining sites.

15. In North Kivu, the security situation along the Goma-Rutshuru road has deteriorated significantly, with an increase in incidents of armed robbery, murder and kidnapping. On 8 April, unidentified elements fired on a MONUSCO night patrol in Rutshuru territory, injuring six peacekeepers. On 21 and 23 April, two anti-tank mines were discovered on the Goma-Rutshuru road. Three United Nations Mine Action Service contractors were kidnapped by unidentified armed men on 23 April and released on 28 April. On 10 May, the Governor of North Kivu publicly stated that since October 2014 there had been 100 separate cases of kidnapping in Nyiragongo and Rutshuru territories, and called for action by the national authorities.

16. In Fizi territory (South Kivu), skirmishes continued between Mayi-Mayi Yakutumba and FARDC. In Kabare, Kalehe, Shabunda and Walungu territories, Mayi-Mayi Raia Mutomboki factions remained active, with reports of harassment of the population, abductions, looting, extortion and rapes in the vicinity of mining sites. On 1 and 2 May, Mayi-Mayi Raia Mutomboki elements launched a violent attack on Kikamba village in Shabunda territory, during which serious allegations of mass rapes were reported. MONUSCO is conducting an investigation into the allegations. Clashes between Mayi-Mayi Raia Mutomboki and FARDC also caused displacement of the population in those areas.

17. In Ituri district (Orientale), the security situation remained precarious. The Forces de résistance patriotiques de l'Ituri (FRPI) continued activities in the areas of Gety and Aveba, with an increase in reports of human rights abuses, including a number of allegations of rape and gang rape. From 1 April to mid-May, FRPI reportedly committed 50 separate human rights abuses against more than 200 victims, including 26 cases of rape, 19 murders and more than 20 instances of looting and destruction of property. On 10 May, FRPI elements attacked two villages, looting goods and allegedly raping 15 women. Also during that period, FRPI were generally more aggressive towards FARDC and MONUSCO. On 20 March, suspected FRPI elements opened fire on a MONUSCO helicopter carrying out reconnaissance near Gety. On 8 May, FRPI elements launched an attack on a camp of FARDC south-east of Gety, during which three FARDC soldiers were killed.

18. On 17 May, four key FRPI commanders gathered approximately 300 combatants near Bukiringi to surrender. The Minister of Defence, Veterans and Reintegration, along with a number of FARDC generals, travelled to Bunia to secure

the surrender of FRPI. Initially, FRPI agreed to surrender on 25 May in Aveba. Negotiations failed, however, as it insisted on in situ integration into FARDC and an amnesty, which were both rejected by the Government. The Government then gave FRPI until 2 June to make a final decision and established a committee of 25 local leaders and representatives to continue the negotiations and secure the voluntary disarmament of FRPI. No progress had been made by the deadline, however. On 3 June, FARDC, in cooperation with MONUSCO, launched military operations against FRPI in Aveba. MONUSCO ground troops and attack helicopters engaged FRPI in and around Aveba in support of the FARDC operations. Unarmed unmanned aerial vehicles were deployed to track FRPI as it left Aveba and the intelligence collected was shared with FARDC to inform the planning of ongoing operations. As at 15 June, 34 FRPI elements had been killed and at least 46 confirmed injured during the operations. No civilian casualties had been reported. FRPI has also started to surrender as a result of the operations, with 5 FRPI elements with weapons and 16 without weapons surrendering since the launch of the operations. The operations are ongoing.

19. In Haut-Uélé and Bas-Uélé, there were reports of frequent looting, acts of banditry and short-term abductions of civilians by elements of the Lord's Resistance Army (LRA). LRA was active mainly in the Azande hunting domain in Garamba National Park and on the Dungu-Duru-Nabiapai and Dungu-Faradje-Aba axes. LRA elements carried out attacks on national security forces, killing three FARDC soldiers. LRA elements also abducted at least 41 people, using them as porters to move looted goods. About 36 abductees were later released. FARDC forces, supported by MONUSCO and the United States Africa Command, continued to conduct operations against LRA in the affected areas. MONUSCO also continued its disarmament sensitization campaign to encourage LRA elements to surrender.

20. In northern Katanga, the security situation remained precarious. An increase in the spillover of FDLR activities from South Kivu under the pressure of Operation Sukola II was reported. In Tanganyika territory, there was an escalation in the conflict between the Luba and the Twa communities. On 30 April, near Nyunzu village, Luba self-defence groups called "Eléments katangais" set on fire a camp for internally displaced persons hosting nearly 300 Twa and killed at least 62 civilians. On 2 May, "Eléments katangais" targeted MONUSCO, setting on fire the bushes surrounding a MONUSCO deployment following rumours that MONUSCO was supporting the Twa community. Since January, 221 people from both communities have been killed, 106 people have been wounded and 58 cases of rape have been reported. In Mitwaba and Pweto territories there has been a reported decline in the activities of Mayi-Mayi Kata-Katanga following a number of successful FARDC operations that led to the fragmentation of the group and the loss of its central command and control structure. However, the security situation remains negatively affected by the continued presence of the armed group.

D. Humanitarian situation

21. The humanitarian situation deteriorated in several areas of eastern Democratic Republic of the Congo as a result of significant increases in killings, sexual violence and abductions, especially in Beni and Rutshuru territories. This resulted in limited access to agricultural land for the local population and a rise in humanitarian needs.

In turn, increased insecurity hampered humanitarian access to the populations of those areas and rendered protection efforts by humanitarian actors very difficult.

22. The total number of internally displaced persons in the Democratic Republic of the Congo is estimated at 2.8 million, and approximately 6.5 million people are in a situation of acute food insecurity. The estimated number of new internally displaced persons in the first quarter of 2015 was 337,000, almost two thirds of whom are in North Kivu, partially as a result of the launch of military operations by FARDC against FDLR in late February. In addition, more than 11,500 people were newly displaced in Manono and Nyunzu territories in Katanga province in late March, following the escalation of the conflict between the Luba and the Twa communities.

23. As at 31 May, the number of refugees in the Democratic Republic of the Congo had almost doubled from 122,000 to an estimated 237,967. In addition to 117,000 refugees from Rwanda, there was an influx of 10,563 refugees from Burundi and an increase in the number of refugees from the Central African Republic from 68,000 to 84,281.

E. Economic developments

24. The Democratic Republic of the Congo has maintained relative macroeconomic stability. The International Monetary Fund (IMF) estimates the expected growth rate of the economy in 2015 to be at 9.2 per cent. The annual inflation rate increased slightly from 0.24 per cent to 1.36 per cent in the second quarter of 2015. Concerns remain, however, about falling commodity prices and delayed investments in the private sector ahead of the national elections in 2016. The Democratic Republic of the Congo continues to face many challenges to achieving broad-based and more inclusive growth. Progress on structural reforms aimed at strengthening the financial sector, improving the business climate through enforcing the rule of law and strengthening natural resources management through greater transparency and better governance remains critical.

25. As part of its initiatives to improve the regulatory framework of the extractive industries, the Government submitted a draft mining law to the Parliament on 17 March. In addition to its efforts to improve the traceability of tin, wolframite, coltan and gold extraction in eastern Democratic Republic of the Congo, the Government facilitated a meeting of the International Conference on the Great Lakes Region on 17 and 18 April in Kinshasa to discuss how to improve coordination of activities to combat mineral fraud and smuggling within the region. At the meeting, 17 specific recommendations to protect the official trade of minerals in the region and foster regional integration were adopted.

F. Regional developments

26. There was limited progress in the implementation of the Nairobi Declarations of 12 December 2013. A technical mission of the Government of the Democratic Republic of the Congo to Kigali from 20 to 23 April resulted in the voluntary repatriation of 13 of the 453 registered former elements of the Movement of 23 March (M23) in Rwanda. The handover of ex-M23 weaponry and military equipment was deferred pending the identification of their origin by United Nations

experts on conventional arms. In order to expedite the repatriation of the remaining ex-M23 combatants from Rwanda and Uganda, the International Conference on the Great Lakes Region decided during an extraordinary summit on 18 May in Luanda to establish a mechanism comprising the Democratic Republic of the Congo, Rwanda, Uganda, the African Union, the International Conference, the Southern African Development Community and the United Nations.

27. Following a number of technical meetings, the joint Democratic Republic of the Congo-Rwanda border demarcation commission commenced construction of 22 border markings in disputed border areas in April, which may help to reduce border skirmishes and defuse tensions between the two countries.

III. Mandate implementation

A. Strategic dialogue between the Government of the Democratic Republic of the Congo and the United Nations

28. The Government of the Democratic Republic of the Congo and the United Nations undertook effective steps to enter into a regular strategic dialogue to develop jointly a road map and exit strategy for MONUSCO.

29. Four plenary meetings, co-chaired by the Minister for Foreign Affairs, Raymond Tshibanda, and my Special Representative for the Democratic Republic of the Congo, were held in Kinshasa on 25 March and on 1, 8 and 15 April in the context of the strategic dialogue. Upon the suggestion of the Government, four working groups were established to discuss key issues of concern, including with regard to the strategic review and the development of an exit strategy for MONUSCO, the elections, human rights and communications.

30. From 21 to 25 April, the Under-Secretary-General for Peacekeeping Operations visited the Democratic Republic of the Congo. He met the President and members of the Government to discuss ways to improve cooperation between the United Nations and the Government and to discuss the way forward with regard to the strategic dialogue and to reach agreement on joint objectives and a road map for an exit strategy for MONUSCO.

31. Building on the joint assessment process initiated in 2010, on 15 April MONUSCO and the Government adopted terms of reference to assess the situation in eastern Democratic Republic of the Congo, which considered aspects relating to the security situation, the protection of civilians, the restoration of State authority and the activities of FARDC and MONUSCO. On 14 May, joint provincial teams commenced evaluations in conflict-affected territories in Katanga, North Kivu, Orientale and South Kivu. From 25 to 30 May, a team from Kinshasa visited Bunia, Goma and Kalemie and received briefings from all the provincial teams. The team comprised 16 MONUSCO and government representatives, including from the Ministry of Foreign Affairs, the Ministry of the Interior, FARDC, the Congolese national police and intelligence services. Cooperation between MONUSCO and national and provincial government representatives was excellent throughout the assessment exercise. The team is currently finalizing the joint report for submission to the plenary of the strategic dialogue.

32. The issue of the resumption of support to FARDC operations against FDLR was raised in a number of meetings with the Government in the context of the strategic dialogue. Discussions are ongoing with a view to resolving the differences between the Government and the United Nations in that regard.

33. With regard to the next steps, the joint assessment of the security situation in eastern Democratic Republic of the Congo — once agreed upon by both the United Nations and the Government — should provide a solid basis for further discussion on other aspects relating to reducing the risk of instability, as outlined in subparagraph 6 (b) of Security Council resolution 2211 (2015). It should also help to determine targets that would trigger the gradual and progressive reduction of the MONUSCO Force.

B. National processes and the good offices role of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

Elections

34. In keeping with its good offices mandate, MONUSCO intensified contacts with a range of actors from across the political spectrum and civil society in the context of the electoral process. The Mission continued to assist the national independent electoral commission in enhancing dialogue with political parties through the commission's consultative framework committee. It sensitized women's associations and political parties to increase the participation of women in the upcoming elections. The Mission also provided limited technical assistance to the commission in establishing systems for the registration of candidates and to identify voters in the electoral districts. The United Nations Development Programme (UNDP) continued to provide technical assistance for the electoral process. The "Projet d'assistance au cycle électoral" remains largely unfunded and non-operational.

Security sector reform

35. The Mission made further efforts to enhance coordination of the assistance provided by international partners through its regular strategic coordination mechanisms and informal sectorial contacts. It continued exchanges with a range of Government interlocutors to ensure a common understanding of the challenges ahead, while providing coherent support and technical advice.

36. In the absence of a comprehensive national security sector reform strategy and road map, specific activities have been conducted in the areas of justice, defence and police reform in accordance with relevant action plans. In particular, MONUSCO continued to promote civil-military relations by supporting the "Service d'éducation civique, patriotique et de l'action sociale", a body of FARDC dedicated to raising awareness within the armed forces of human rights, child protection and gender and sexual violence.

37. The Mission sought to increase further the visibility and capacity of the Inspection générale de la police, the internal control body of the Congolese national police, to process complaints filed by victims and their relatives. Although MONUSCO supported efforts to reform the management of human resources in the

national police and to develop a national training curriculum, financial constraints and limited accountability hampered progress. In support of the national police, the United Nations police trained 268 cadets in basic police duties, 328 in public order management, the code of ethics and human rights principles and 15 in information gathering and analysis. The United Nations police, in collaboration with the technical group for election security, organized a training workshop on the administrative rules and regulations of public order management for 10 deputy provincial commissioners of the national police. A total of 96 joint United Nations police-Congolese national police patrols were organized to monitor and mentor the units under their command in North Kivu and South Kivu.

38. The Mission supported the organization of the "Etats généraux de la justice", a national conference intended to assess the state of the justice system. Some 300 experts and civil society representatives developed recommendations to improve the functioning of the national justice system in accordance with international standards. The Mission and UNDP, through the joint justice support programme, provided technical assistance to the steering committee established by the Minister of Justice and Human Rights to monitor the implementation of the recommendations that should eventually inform the development of a justice and corrections reform strategy.

Regional dimension

39. The Mission continued to work closely with the Office of my Special Envoy for the Great Lakes Region, including by facilitating preparations for a Great Lakes private sector investment conference scheduled tentatively for early 2016. The Mission also supported the organization of the inaugural grantee convening of the women's platform of the Peace, Security and Cooperation Framework, held in Goma from 13 to 15 May. The meeting was organized by the Office of my Special Envoy for the Great Lakes Region and brought together 60 women leaders representing 35 grass-roots organizations from Burundi, the Democratic Republic of the Congo, Rwanda and Uganda, who deliberated on a common agenda to enhance regional peace processes.

Consolidation of State authority and stabilization

40. There was progress towards the stabilization of eastern Democratic Republic of the Congo. On 8 April, the steering committee, chaired by the Minister of Planning, of the national stabilization and reconstruction programme for areas emerging from armed conflict validated the provincial stabilization strategies and action plans for North Kivu, Orientale and South Kivu. Under the International Security and Stabilization Support Strategy, the United Nations Peacebuilding Fund pledged additional resources to catalyse increased donor engagement. At the request of the Minister, MONUSCO supported the development of a number of legal documents (draft decrees and internal rules of procedure) to improve the functioning of State structures at the national and provincial levels in the stabilization process.

41. Partners of the national stabilization and reconstruction plan, supported by MONUSCO, launched programmes to mobilize resources to address conflict drivers in priority areas. In Mambasa in Ituri district (Orientale), a series of dialogue sessions funded by the United Nations Peacebuilding Fund took place, bringing

together representatives of territorial administrations, national security forces and local communities to discuss issues of land, identity, mining and forestry.

42. The Mission supported the national police in re-establishing 35 police stations in former FDLR- and ADF-held areas in Beni, Eringeti, Oicha and Rutshuru. Islands of stability have been established in Eringeti, Kamango, Luofo, Mambasa, Masisi, Rutshuru, Sange and Walikale. Approximately $4 million in quick impact project funds have been committed to projects in the islands of stability, primarily in support of national police, justice and corrections institutions and community projects.

C. Protection of civilians and neutralization of armed groups

43. The Mission reinforced its presence in the area of Beni with a view to enhancing its efforts to protect civilians and reduce the threat posed by ADF. In support of FARDC, MONUSCO conducted aerial reconnaissance to gather information about ADF installations and possible hideouts. MONUSCO supported operations by FARDC against ADF in the area, including through providing fire support, while continuing to conduct patrols with a particular focus on areas identified as ADF movement corridors. In the period under review, FARDC, with MONUSCO support, destroyed an ADF camp and neutralized at least one senior leader. The Mission reinforced and intensified joint patrols by formed police units and the national police in the area of Beni.

44. The Mission continued to support the establishment and operation of 56 community alert networks and 80 local protection committees in conflict-affected areas in eastern Democratic Republic of the Congo. The networks and the committees helped to protect civilians from risks through enhanced cooperation with local security services, local authorities, civil society and local communities. The Mission responded, alone or in support of FARDC, the national police or local authorities, to 118 protection alerts of the 188 received from local community alert networks, effectively deterring the perceived threat or leading to the arrest of the perpetrators. In 70 cases it proved impossible to respond owing to the inaccessibility of the location, late receipt of the alert or imprecise information.

45. In North Kivu, MONUSCO conducted operation "Safe Rutshuru", increasing its troop presence to deter attacks by armed elements and groups. The Mission provided escorts to commercial transports in the areas of concern.

46. Discussions between MONUSCO and the Government are ongoing with a view to resuming the Mission's support to Operation Sukola II of FARDC against FDLR in North Kivu and South Kivu.

47. In Ituri district (Orientale), MONUSCO supported the Government in negotiations with FRPI. When the negotiations broke down, MONUSCO supported FARDC in engaging the armed group militarily while continuing non-military measures to encourage FRPI to surrender.

D. Transformation of the Force

48. Further to the recommendation of the strategic review and as requested by the Council in its resolution 2211 (2015), MONUSCO is developing measures to

maximize the flexibility of its Force to respond more effectively to evolving challenges on the ground. This entails the creation of rapidly deployable battalions, as well as a set of measures aimed at modernizing the Force. Efforts are under way to determine mobility requirements based on a needs assessment, including utility helicopters to ensure rapid deployment and to assess intelligence capabilities. MONUSCO is also in the process of reducing its troops in accordance with the resolution. To date, some 850 military personnel (out of at least 2,000 to be reduced) have already been repatriated. The reduction and transformation of the Force will require enhanced coordination and cooperation with FARDC, in particular in areas in which MONUSCO troops are being reduced, in order to avoid a security vacuum.

E. Safety and security of United Nations personnel within the context of operations of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo

49. The Mission concluded that, in the period under review, military operations did not result in any discernible increase in threats to United Nations personnel. Nevertheless, the Mission relocated non-essential staff from Beni and took relevant risk mitigation measures to address changes in the local security situation in certain areas, such as Beni. The Mission also reviewed its operations and procedures in the light of the ADF attacks on peacekeepers on 5 May.

F. Monitoring the implementation of the arms embargo

50. The Mission continued its efforts to monitor the arms embargo, including through supporting the Group of Experts established pursuant to Security Council resolution 1533 (2004). Relevant information on flows of military personnel, arms and related materiel across the eastern border of the Democratic Republic of the Congo was shared with the Group of Experts.

G. Disarmament, demobilization and reintegration/disarmament, demobilization, repatriation, resettlement and reintegration

51. The third phase of the third national disarmament, demobilization and reintegration plan was officially launched by the Minister of Defence in Kitona (Bas-Congo) on 16 May and in Kamina (Katanga) on 21 May. To date, the Government has released $1.5 million of the $10 million contribution it has pledged, while reiterating its intention to honour the pledge in full. When new ex-combatants surfaced in the context of operations against armed groups in Ituri, North Kivu and South Kivu, the Government expressed its intention to release additional funds to accommodate new surrenders. The Unité d'exécution du Programme national de désarmement, démobilisation et réintégration (UEPNDDR) is currently providing food and medical support in FARDC transit camps and has processed demobilization and disarmament certification. As at 12 June, UEPNDDR had demobilized 1,329 ex-combatants in Kamina and 1,130 in Kitona. It also conducted triage, including by separating children, foreign ex-combatants and refugees, while referring cases relating to mental health to specialist services.

52. The Mission continued to support efforts to encourage the disarmament of foreign and Congolese combatants in eastern Democratic Republic of the Congo. By 11 June, 212 former members of Congolese armed groups (46 male ex-combatants, 147 children associated with the armed groups and 19 dependants) and 113 members of foreign armed groups (51 male ex-combatants, 4 children associated with the armed groups and 58 dependants) voluntarily entered the disarmament, demobilization, reintegration, repatriation and resettlement programme. Of the former members of Congolese and foreign armed groups, 97 were male ex-combatants, including 64 from FDLR, 151 were children associated with armed groups and 77 were dependants. As at 11 June, 326 FDLR former combatants and 1,078 of their dependants who had disarmed voluntarily remained in assembly camps in Kanyabayonga (North Kivu), Kisangani (Orientale) and Walungu (South Kivu).

H. Mine action

53. The Mine Action Service of the United Nations conducted activities to clear unexploded ordnance throughout the area of operations of MONUSCO. The Mine Action Service conducted clearance in 68 areas of concern in North Kivu and Orientale, destroying 192 items of explosive remnants of war and 3,694 small arms and ammunition. On 21 and 23 April, the Mine Action Service destroyed in situ two newly laid anti-tank mines on the Goma-Rutshuru road.

I. Promotion and protection of human rights and the fight against impunity

54. The human rights situation remained a source of concern. In the eastern part of the country, the situation continued to be marked by conflict and by violations committed by armed groups and FARDC, often during operations. The situation in the western provinces, particularly in Kinshasa, was affected more by the restriction of political space and violations of fundamental freedoms, including the freedoms of expression, association and peaceful assembly.

55. Between March and May 2015, almost 60 per cent of the 810 human rights violations registered by the United Nations Joint Human Rights Office were perpetrated by different armed groups; approximately 40 per cent were committed by State agents. Among the State agents, FARDC soldiers were responsible for 104 human rights violations, the highest number, while national police agents allegedly committed 89 violations.

56. FRPI elements were responsible for 76 human rights violations, the highest number of violations committed by a single armed group during the reporting period. The high number of violations committed by FRPI was partly as a result of the failed negotiations on the group's surrender following the arrest of its leader, Justin Matata Banaloki (alias Cobra Matata), in January 2015, as well as a certain radicalization of the group.

57. In the context of the electoral process, MONUSCO noted the increased restriction of fundamental freedoms and political rights, targeting mainly political opponents, human rights defenders and representatives of the media. At least four

violations of the right to the liberty and security of the person against 45 victims, one violation of the right to physical integrity against four victims and four violations of the right to peaceful assembly were documented in Kinshasa and Goma. On 15 March in Kinshasa, at least 30 people were arrested by State agents during a workshop organized by Filimbi, a civil society platform, to encourage the participation of young people in the democratic process in the Democratic Republic of the Congo. Most have been released, while others have been transferred to Makala central prison in Kinshasa, charged with different offences. The Burkinabé and Senegalese activists who took part in the workshop were expelled from the country. The Mission also continued to follow up the case of other prominent human rights defenders and political activists arrested during the demonstrations of January 2015, by advocating for them to be put under judicial oversight and for the respect of due process.

58. Through its prosecution support cells, MONUSCO, with the support of UNDP, assisted nine investigation missions and 10 mobile courts in Katanga, North Kivu, Orientale and South Kivu. It continued to provide extensive technical support to the military justice authorities in North Kivu in their ongoing investigations into the crimes allegedly committed by ADF in the areas of Beni and Oicha in recent months.

59. MONUSCO corrections staff co-located in the prisons continued to support the administration in ensuring that penitentiary institutions were safe and secure and that the rights of detainees were protected. In support of the professionalization of the management of prisons, MONUSCO assisted in training 187 officers on incident management, including 30 trainers and 18 women.

J. Sexual violence

60. The Mission recorded 65 victims of sexual violence in conflict during the period under review. Fifty victims were allegedly raped by elements of armed groups, with FRPI responsible for sexual violence against 33 victims, most of them gang raped in several incidents in Irumu territory (Orientale). The Mission received reports of serious allegations of extensive sexual violence by members of self-defence groups in the context of the conflict between the Twa and the Luba communities in northern Katanga. Insecurity in the area has prevented MONUSCO from verifying reports of sexual mutilation against men, and of the rape of mainly Luba women by Twa elements.

61. The Mission continued to support efforts by the Government to combat sexual violence, with the Government convening the initial meetings of the monitoring committee of the FARDC action plan against sexual violence. Pursuant to the three-month workplan, 10 senior FARDC commanders signed a personal commitment to actively combat sexual violence in their units.

K. Child protection

62. The Mission facilitated the separation of 431 children (14 girls and 417 boys) from armed groups, including seven Rwandan nationals. The majority of children had been recruited by FDLR (286), followed by Mayi-Mayi Nyatura (42) and FRPI (13). They included 62 children formerly associated with armed groups detained by

FARDC and separated by MONUSCO. Persistent insecurity and the lack of sustainable reintegration in areas in which children are reunited pose a high risk of re-recruitment by armed groups. During the reporting period, 34 child casualties (16 girls and 18 boys) of conflict-related violence were documented in eastern Democratic Republic of the Congo.

63. In line with the joint action plan of the Government of the Democratic Republic of the Congo and the United Nations on ending and preventing child recruitment by armed groups, the Mission identified only one child after screening 7,843 FARDC troops.

IV. Observations

64. I welcome the efforts of the President of the Democratic Republic of the Congo to reach out to the political opposition and other national stakeholders. I urge all the actors concerned to continue to explore political initiatives with a view to building consensus on the unfolding electoral process. I call upon all parties to work together to resolve their differences in a peaceful manner and to create the conditions for a credible and inclusive electoral process. This will require the creation of the political space needed for a peaceful and credible electoral process, including through respect for the freedoms of assembly and of expression. It is now essential for the parties and national institutions to ensure that any issues that could undermine the credibility of the process are addressed so that elections can take place in accordance with the Constitution. The challenges associated with the completion of the technical preparations are not to be underestimated. I am convinced that they can be overcome through the proactive engagement of Congolese stakeholders and with the support of the international community. I encourage the Government to put an adequate electoral budget in place as soon as possible and to conduct a credible update of the electoral register to ensure the successful and timely holding of elections. I also encourage the Government and my Special Representative for the Democratic Republic of the Congo to continue to advocate, with the political parties, for an increase in the proportion of women as voters and as candidates for elected offices.

65. I am encouraged by the concrete steps taken by the Government to enter into a regular strategic dialogue with MONUSCO to improve cooperation and jointly develop an exit strategy for the Mission, in accordance with Security Council resolution 2211 (2015). The resumption of the joint assessment process initiated in 2010 should lead to a common understanding of the main threats and challenges facing conflict-affected provinces in eastern Democratic Republic of the Congo. It should also provide a solid basis for subsequent discussions, including on political aspects and specific indicators that would trigger a reduction of the MONUSCO Force. I encourage the Government to pursue discussions with the United Nations in a spirit of mutual trust and confidence. The dialogue should be viewed as an opportunity to redefine the partnership between the United Nations and the Government and improve cooperation, which would greatly facilitate the transfer of responsibilities from MONUSCO to the Government and the Mission's exit. I intend to submit recommendations in this regard in my next report to the Security Council.

66. I am nevertheless concerned about the continuing violence in eastern Democratic Republic of the Congo, in particular the atrocities perpetrated by

various armed groups. I condemn in the strongest terms the senseless attacks committed by ADF against defenceless civilians in the area of Beni, which also inflicted heavy casualties on FARDC. I strongly condemn the killing, on 5 May, of two United Nations peacekeepers from the United Republic of Tanzania and the wounding of 13 others when a MONUSCO convoy came under fire from suspected ADF elements. I offer my sincere condolences and sympathy to the bereaved families and the Government of the United Republic of Tanzania. The United Nations remains committed to taking all necessary action to protect civilians and neutralize armed groups in eastern Democratic Republic of the Congo, in line with Security Council resolution 2211 (2015). I commend the continued efforts of the Government to conduct military operations against FDLR and I hope that outstanding issues will soon be resolved and full security cooperation between FARDC and MONUSCO can resume in this regard. Addressing the issue of FDLR is a shared priority. Enhanced cooperation between FARDC and MONUSCO will not only benefit the local population but also accelerate progress towards reducing the threat from armed groups, which has been identified as one of the key criteria guiding the gradual drawdown of the Mission. Operations by FARDC, supported by MONUSCO, against FRPI, demonstrate the benefits of enhanced cooperation.

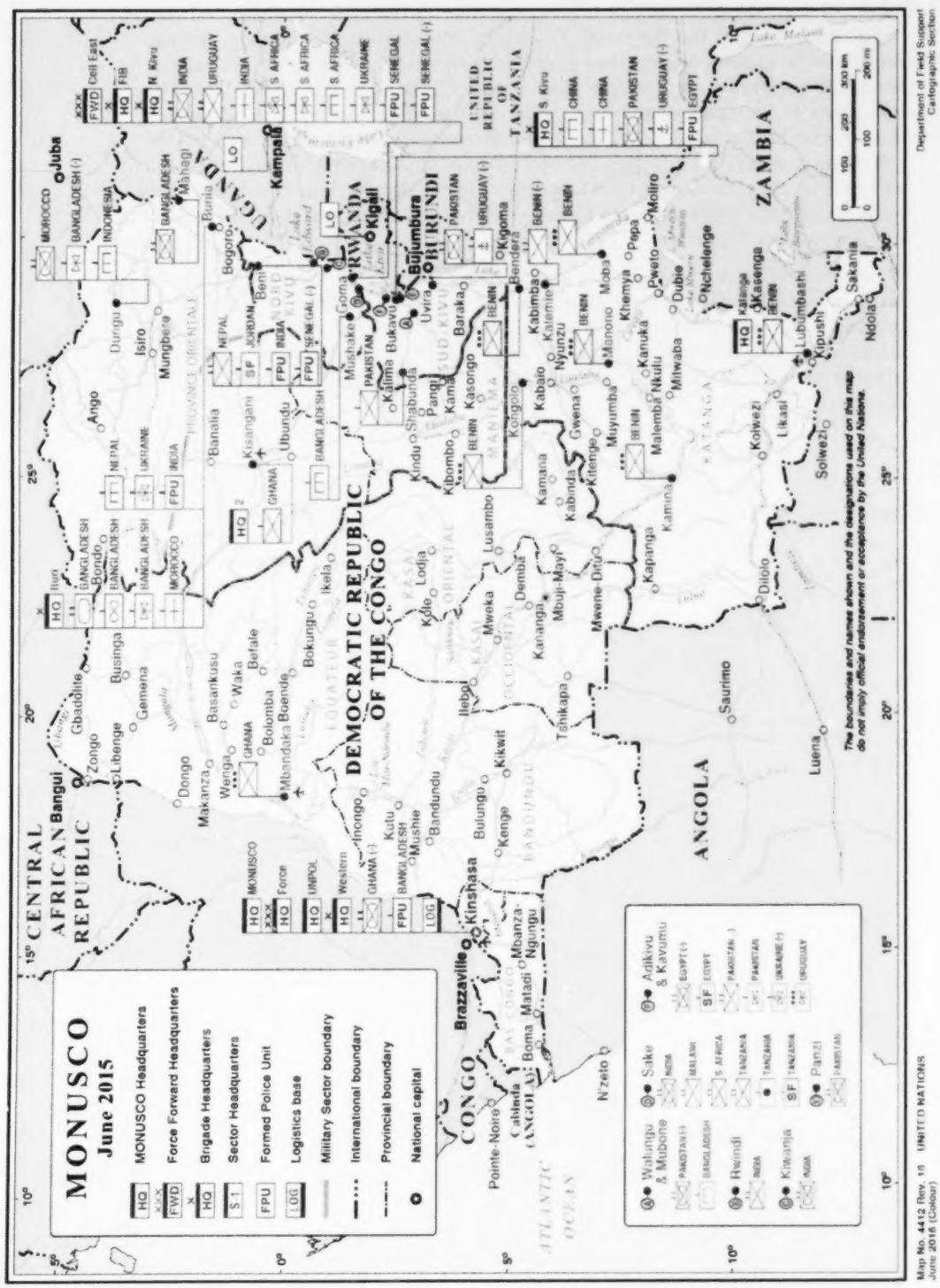
67. As I have highlighted in previous reports, there is no purely military solution to the problem of armed groups in eastern Democratic Republic of the Congo. Achieving durable peace and stability will require the root causes of conflict to be addressed, including the extension of State authority, the finding of sustainable solutions for former combatants and development. I am encouraged by the recent launch of the third national disarmament, demobilization and reintegration plan and call upon the Government to ensure its effective implementation. I encourage other partners to support the creation of sustainable reintegration initiatives to prevent former combatants from taking up weapons again.

68. I am encouraged by the fact that human rights violations, including sexual abuse and violence attributable to the security forces, have received greater attention from the Congolese authorities. While this underscores the genuine attempts by the Government to combat impunity, more needs to be done. I commend the signing of the "acte d'engagement" by senior FARDC officers to fight sexual violence and the establishment of the National Human Rights Commission and the adoption of its internal rules and regulations to safeguard its effectiveness and independence, which are steps in the right direction. At the same time, I regret that Congolese citizens continue to be subjected to arbitrary arrests by the security agencies for merely trying to exercise their fundamental constitutional freedoms. I urge the Government to ensure that all those arrested are subjected to judicial oversight and are afforded due process and a fair trial. I also encourage the Government to hold accountable those members of the security forces allegedly responsible for serious human rights violations during the popular demonstrations of January 2015 and to ensure that the security forces refrain from the disproportionate use of force.

69. There will be no solution to the conflict in eastern Democratic Republic of the Congo unless its regional dimension is addressed. To achieve this, it is critical that the signatories and guarantors of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region demonstrate greater engagement in the implementation of their commitments. I call upon all stakeholders concerned to support the efforts of my Special Envoy for the Great

Lakes Region, Said Djinnit, to revitalize the governance structures of the Framework, notably the Regional Oversight Mechanism. Reinforcing judicial cooperation is equally important to ensure that signatory countries do not harbour individuals allegedly responsible for serious human rights violations. The completion of the repatriation process of ex-M23 members and the implementation of the Nairobi Declarations also remain essential to addressing some of the underlying causes of the situation in eastern Democratic Republic of the Congo and the region. I thus encourage the Government of the Democratic Republic of the Congo to take the necessary steps to complete the repatriation of ex-M23 elements from Rwanda and Uganda.

70. In conclusion, I wish to extend my gratitude to my Special Representative for the Democratic Republic of the Congo, Martin Kobler, all MONUSCO staff and the agencies, funds and programmes of the United Nations system, as well as other international and regional organizations and the troop- and police-contributing countries for their active engagement in the Democratic Republic of the Congo in the service of peace.


MONUSCO
June 2015
MONUSCO Headquarters
Force Forward Headquarters
Brigade Headquarters
Sector Headquarters
Formed Police Unit
Logistics base
Military Sector boundary
International boundary
Provincial boundary
National capital
DEMOCRATIC REPUBLIC OF THE CONGO
CENTRAL AFRICAN REPUBLIC
ANGOLA
ZAMBIA
UNITED REPUBLIC OF TANZANIA
RWANDA
BURUNDI
UGANDA
CONGO
Bangui
Brazzaville
Kinshasa
Juba
Kampala
Kigali
Bujumbura
Pointe-Noire
Cabinda (ANGOLA)
Boma
Matadi
Mbanza-Ngungu
Kikwit
Bandundu
Kenge
Bulungu
Ilebo
Mbuji-Mayi
Kananga
Tshikapa
Kamina
Kolwezi
Likasi
Lubumbashi
Kipushi
Ndola
Sakania
Kasenga
Nchelenge
Mbala
Mpulungu
Kalemie
Uvira
Baraka
Fizi
Bukavu
Goma
Beni
Butembo
Bunia
Isiro
Dungu
Gemena
Zongo
Libenge
Businga
Gbadolite
Ango
Bondo
Buta
Kisangani
Basankusu
Befale
Waka
Bolomba
Mbandaka
Boende
Bokungu
Ikela
Lodja
Kole
Lusambo
Mweka
Dekese
Demba
Kamana
Kabinda
Kitenge
Gwena
Muyumba
Kabalo
Kongolo
Manono
Moba
Kiambi
Pepa
Pweto
Moliro
Dubie
Nchelenge
Kanyama
Nkulu
Mitwaba
Malemba
Kaniama
Kapanga
Dilolo
Saurimo
Luena
Solwezi
Kasaji
Kalenga
Kasenga
Lubumbashi
Kipushi
Sakania
Ndola
Kigoma
Bujumbura
Uvira
Baraka
Fizi
Kasongo
Kibombo
Kindu
Shabunda
Pangi
Kama
Kalima
Bukavu
Goma
Sake
Kitchanga
Mushaki
Masisi
Walungu & Mubone
Kiwanja
Rwindi
Pinga
Adikivu & Kavumu
Kalemie
Nyunzu
Kabimba
Benedera
Kigoma
Moliro
Pepa
Kiambi
Manono
Moba
Kiambi
Kanyama
Nkulu
Mitwaba
Malemba
Kaniama
Kapanga
Dilolo
Saurimo
Luena
Solwezi
Kasaji
Kalenga
Kasenga
Lubumbashi
Kipushi
Sakania
Ndola
Nchelenge
Dubie
Pweto